DOCUMENT RESUME

ED 250 123 RC 015 005

TITLE Human Relations and Community Life in Rural New York State: A Preliminary Report.
INSTITUTION New York State Legislative Commission on Rural Resources, Albany.
PUB DATE 18 May 84
NOTE 43p.; One of nine reports from the Statewide Legislative Symposium on Rural Development (1st, Albany, NY, October 5-7, 1983). For the other reports from this Symposium, see RC 015 006-013.
PUB TYPE Legal/Legislative/Regulatory Materials (090) -- Collected Works - Conference Proceedings (021)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS *Community Change; Community Services; Economic Opportunities; *Human Relations; Local Issues; Needs Assessment; Policy Formation; Population Trends; Problems; Public Policy; *Quality of Life; Rural Areas; *Rural Development; *Rural Environment; Sociocultural Patterns; State Surveys; *Statewide Planning; Tables (Data); Trend Analysis
IDENTIFIERS Goal Setting; *New York

ABSTRACT

Trends, strengths and assets, weaknesses and problem areas, goals, and public policy questions in the area of human relations and community life in rural New York state are presented with supporting statistics. Trends considered include rural and elderly rural population increases; suicide, homicide, and domestic violence rate increases; demands for community, personal, and health services; and support for the arts. Strengths and assets defined are community and family support systems, economic attractions, sense of control over one's life, wealth of cultural resources, and aesthetic qualities. Problem areas reported include continuing poverty, inaccessibility and insufficiency of personal and commmunity services, rising cost of living and taxes, and underdeveloped information networks. Major goals proposed include ensuring consideration of rural concerns in public programs and policy, encouraging participation in governance, fostering rural culture and values, expanding access to library and cultural resources, and providing equitable service to all state citizens. Policy questions suggested focus on how the state can achieve cost-effective use of resources in addressing rural needs, promote cooperation and coordination between public and private rural service agencies, and apply quality of life regulations to benefit all New Yorkers. (NEC)

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HUMAN RELATIONS AND COMMUNITY LIFE IN RURAL NEW YORK STATE: A PRELIMINARY REPORT

NEW YORK STATE LEGISLATIVE COMMISSION ON RURAL RESOURCES
SENATOR CHARLES D. COOK, CHAIRMAN

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RURAL FUTURES

LEGISLATIVE COMMISSION ON RURAL RESOURCES
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The Commission on Rural Resources was established by Chapter 428 of the Laws of 1982, and began its work February, 1983. A bipartisan Commission, its primary purpose is to promote a state-level focus and avenue for rural affairs policy and program development in New York State.

The Commission provides state lawmakers with a unique capability and perspective from which to anticipate and approach large-scale problems and opportunities in the state's rural areas. In addition, legislators who live in rural New York are in the minority and look to the Commission for assistance in fulfilling their responsibilities to constituents.

The Commission seeks to amplify the efforts of others who are interested in such policy areas as agriculture; business, economic development, and employment; education; government and management; environment, land use, and natural resources; transportation; housing, community facilities, and renewal; human relations and community life; and health care. It seeks to support lawmakers' efforts to preserve and enhance the state's vital rural resources through positive, decisive action.

In order to obtain a clearer picture of key problems and opportunities, the Commission invited people to informal discussions at a Statewide Rural Development Symposium, held October 5-7, 1983. It was the first such effort of its kind in the state and nation. Workshop participants undertook in-depth examinations of key policy areas the Commission believed were critical to the state's future rural development.

Symposium participants focused their discussions on ends, not means. In short, the objective was to identify key trends, strengths, weaknesses, goals, and opportunities for advancement; not to present solutions. Once a clearer picture of these findings is drawn, the next step will be to identify and propose the required, and hopefully innovative, recommendations. This task will be the subject of a second, follow-up symposium. Another unique feature of the first symposium was the opportunity it provided participants to share their thinking with colleagues from throughout the state over a three-day period of intensive dialogue.

The Commission is happy to announce that the objective of the Symposium was accomplished. Preliminary reports, based on the findings, are being issued as planned, in connection with a series of public hearings it is sponsoring across the state. The aim of these hearings is to obtain public commentary on the preliminary reports. Following these, a final symposium report will be prepared for submission to the Governor and the State Legislature. It will also serve as a resource report for the second statewide symposium on recommendations.

The Commission is comprised of five Assemblymen and five Senators with members appointed by the leader of each legislative branch. Senator Charles D. Cook (R.-Delaware, Sullivan, Greene, Schoharie, Ulster Counties) serves as Chairman. Assemblyman William L. Parment (D.-Chautauqua) is Vice Chairman and Senator L. Paul Kehoe (R.-Wayne, Ontario, Monroe) is Secretary. Members also include: Senator William T. Smith (R.-Steuben, Chemung, Schuyler, Yates, Seneca, Ontario); Senator Anthony M. Masiello (D.-Erie); Senator Thomas J. Bartosiewicz (D.-Kings); Assemblywoman Louise M. Slaughter (D.-Monroe, Wayne); Assemblyman Michael McNulty (D.-Albany, Rensselaer); Assemblyman John G.A. O'Neil (R.-St. Lawrence); and Assemblyman Richard Coombe (R.-Sullivan, Delaware, Chenango).

PREFACE

The Legislative Commission on Rural Resources publishes herein one of nine preliminary reports from the First Statewide Legislative Symposium on Rural Development held October 5-7, 1983. Not only was this effort a "first" for New York State, but for the nation as well.

The purpose of the Symposium, and the public hearings that will follow, is to catalog the strengths of rural New York, to define its problems, and to establish goals for the next two decades. Neither the Symposium nor the hearings will deal with strategy to develop our resources, address our problems, or accomplish our goals. That will be the thrust of a later Commission effort.

For the moment, it is our purpose to foster as objectively and exhaustively as possible, an understanding of where we are and where we want to go.

The Symposium reports in each subject area encompass the oral and written findings of the respective workshops, along with responses given at the Commission hearing where the reports were presented to State legislators for comment and discussion. Incorporated into this preliminary report is subsequent comment from group participants on points they felt needed amplification. Also appended to the published product is basic resource material intended to clarify points made in the reports.

I wish to personally congratulate the Symposium participants on the very sound and scholarly documents they have produced. However, their work is only preliminary to the final product which will be issued by the Commission once the hearing process is complete.

Those who read this report are urgently invited to participate in the public hearings that will be held throughout rural New York, or to submit comments in writing to the Commission. Your support, disagreement or commentary on specific points contained in the Symposium report will have a strong influence on the final report of the Commission.

Please do your part in helping to define sound public policy for rural New York during the next two decades.

Senator Charles D. Cook

Chairman

Legislative Commission on Rural Resources

INTRODUCTION

State lawmakers believe New York's small towns and countryside have provided its residents an alternative to urban living vital to their health and well-being, and to the quality of life for all people of the state. Yet, a growing number of people see trends underway that will significantly alter the landscape and fabric of rural New York.

Just over 3 million people live in rural New York, a population larger than the total of 25 other states. Rural areas represent 20 percent of the State's total population and 75 percent of its land area.

The past 20 years have been marked by a period of benign neglect and urban bias for the state's rural areas. This situation, coupled with increased suburbanization (due to the increasing popularity of country living and improved accessibility to many rural areas) has triggered changes that threaten rural living as a valued alternative to life in metropolitan centers. Symposium participants assessed this situation in view of several important trends.

The current growth in New York's rural population is expected to continue into the 21st century with a 20 percent increase by the year 2010. An even more rapid 33 percent growth in the rural elderly population is expected. Another important trend is the general breakdown of societal family structures, which have been a cornerstone of rural life and communities. In addition, rapidly changing technologies in all fields are expected to have a profound impact on both rural and metropolitan communities. For example, "telecommuters" who work at home in remote areas and are linked to home

offices/markets through modern communications are now a growing part of the state's workforce. Some forecasters predict that by the year 2000, telecommuters will comprise approximately 20 percent of the working population. Evidence has also pointed to an increase in large corporate farming that appears to be occuring at the expense of, or as a substitute for, the medium sized family farm, a foundation for most rural communities.

Symposium participants found that community support systems contribute greatly to the comfort and security of rural residents. These include strong roots and family ties, neighborliness, and visibly active community groups with strong identity and volunteerism components, such as churches, grange halls, and ambulance squads. The availability of property and outdoor recreation, simplicity of lifestyle, and closeness to nature, promote a more affordable economic alternative for many wage earners or retirees. For many, there is an appealing sense of control over one's life, brought about by personalized education, slow pace of life, and many opportunities to participate in community life.

Clearly, human relations, and community and family life, as identified by Symposium participants have been the cement that holds the fabric of rural New York together. Yet, there are signs these strengths are being overshadowed by several weaknesses or problem areas.

Insufficient access and availability of personal services, while also a concern in metropolitan areas, is exacerbated by the geographic isolation of many rural residents. Thus, the current centralization of services that do not incorporate outreach, such as health care and education, could result in the denial or reduction of services to isolated or immobile rural residents. For example, hospices and health maintenance organizations currently are located only in metropolitan areas.

Rural areas are limited both in quantity and quality of economic opportunity. Insufficient diversity of available job opportunities and relatively low pay scales force many rural young people to seek gainful employment in metropolitan centers. Below average income of the rural elderly and rising utility costs are critical concerns in rural areas. Many rural residents are heavily dependent upon government transfer payments for their income. Rising costs of living and government taxation impact heavily on the elderly and others with fixed or limited incomes. This problem is compounded by the relatively limited availability, applicability, and usage of state and federal resources in rural communities as compared to their urban counterparts. For example, limited use is made of the federal rural passenger transportation funding in New York State.

Difficulties of many part-time local officials in dealing with increasingly technical and complex policy issues have been compounded by a general lack of citizen interest and participation in community planning in rural areas. Indeed, there is much resistance to the concept of local planning, let alone locally targeted efforts of state or federal agencies. The need exists to facilitate the community planning process as a safeguard to community spirit and future quality of life.

Some rural natives fear or resent the newcomers who are moving into their small towns and countryside. Often viewed as disruptive of the established sense of community, the newcomers tend to place greater demands on local government and community services, even if not directly involved in community affairs.

A major goal suggested by Symposium participants is to ensure consideration of rural needs, community life, and resources in public policy forums and program development. The equitable treatment of a sizable

component of the State's population who live in rural New York is at issue. Equally important, lawmakers must recognize the crucial role rural areas and citizens will play in helping to determine the future economic potential and quality of life found in this State. The way of life and valuable resources offered by rural New York are vital to the State's future, just as they have been to its past success.

There are public policy questions lawmakers will need to address in their assessment of the current strengths and weaknesses surrounding community life in rural New York. How can the State achieve cost-effective use of resources in addressing the special needs of the people of small towns and the open countryside? Should the State promote greater cooperation and coordination between the many public and private agencies or actors that serve rural areas? Of increasing importance will be the successful application of existing quality of life regulations in order to benefit all people of New York State.

Clearly, community life is a complex and sensitive area, and one that has proven most difficult for Symposium participants to describe. Still, the area of community life may turn out to be the most important responsibility of all, as lawmakers seek ways to enhance those unique qualities and inherent strengths that make rural life a thing of value for a growing number of people in New York State.

WHERE RURAL NEW YORK IS TODAY

Trends

- At 3.1 million, the population of rural New York is larger than the total population of 25 other states.
- Current growth in New York State's rural population is expected to continue into the next century, with projections citing a 20% population increase by the year 2010.
- Increasing rate of growth in the rural elderly population, with current projections estimating this rate will exceed the urban elderly population growth rate by a ratio of 3 to 1 by the year 2010.
- Increased purchase of land in rural areas for non-agricultural purposes that is pushing up prices and assessments.
- Increase in large corporate farming activity and corresponding decline in mid-sized family farms.
- Increasing demand for community and personal services (e.g., home health care).
- Increasing concern over the problem of local government officials in adequately dealing with technical policy and planning decisions.
- Expanded network of people talking to each other informally, sharing ideas, information and resources in order to build working coalitions for community betterment.
- Growing integration of hospital services with other health and community service activities.
- Growing support for a wide range of the arts in rural areas (e.g., local and regional cultural resources are more widely supported and funded than in the past).
- General breakdown of family structure with accompanying pathologies and effects on community life.
- Homicide rates in downstate metropolitan counties have more than quadrupled since 1960 where they are the highest of all New York counties. Rural rates, too, have increased, but they have not come anywhere close to reaching the high proportions found elsewhere in the state. Juvenile arrest rates in rural and metropolitan areas, however, are looking more similar now than previously.
- The suicide rate, a measure of well-being, has been significantly higher in rural than in metropolitan counties for over three decades. Although the gap has narrowed, the suicide rate is currently 14 percent higher in rural areas.

- The domestic violence rate is currently 28 percent higher in rural than in metropolitan areas. Similarly, the rate of suspected child abuse and maltreatment is 21 percent higher.

- The percentage of ever-married persons whose marriages are currently disrupted has increased dramatically in all areas of New York State since 1950. However, the rate of increase has slowed considerably in most rural areas during the past decade. The divergence in percentage of rural and metropolitan residents whose marriages are currently disrupted seems to be increasing.

- Growth in expectations and needs of individuals/organizations for modern information services. Rapid growth in demand for technical information and access to the broadened range of informational formats now available (e.g., self-help resources ranging from do-it-yourself videotapes to those that provide education and career direction).

- Several emerging technologies, including use of satellites and microwaves, are rapidly transforming the face of public broadcasting services in terms of access, delivery, content, and sponsorship of public programming and information systems.

- "Telecommuters" who work at home in remote areas and are linked to home offices/markets through modern communications are now a growing part of the state's workforce. Some forecasters predict that by the year 2000, telecommuters will comprise approximately 20 percent of the working population.

- Increasing importance of cable television throughout the state, particularly to residents of rural areas, as it is often their only means of access. Cable T.V. provides an increasing range of special programming resulting in increased viewership in homes linked to cable services options.

Strengths and Assets

- Community support systems contribute greatly to the comfort and security of rural residents (e.g., recreation programs for the rural elderly). Some services, for example, allow those in need of care to stay in their home/community environment. Other community support systems include:

  - Strong roots and family ties;

  - Emphasis on neighborliness and concern for the individual;

  - Visibly active community groups with strong community identity and volunteerism component (e.g., churches, granges, volunteer ambulance squads, etc.);

  - Rural libraries are often providers of counseling services for

undereducated adults, of opportunities to learn about local and regional history, arts and culture, and of information about community services, public affairs, and cultural events.

- Economic attractiveness:
  - Availability of property and recreation at less than urban prices;
  - Simplicity of life style with less community emphasis on extravagance (including clothing, personal possessions, etc.).
- Sense of control over one's life:
  - Personalized education;
  - Lower incidence of crime;
  - Slower pace of lifestyle;
  - Sense of security and familiarity;
  - Opportunities to participate in local government and to make significant personal impact within the community.
- Wealth of cultural resources throughout rural New York State, including rich and colorful histories. Strong and diverse folk heritages linked to many ethnic groups and native peoples, museums and libraries, art organizations, etc.
- Aesthetic values (qualities) which include:
  - Variety of topography;
  - Beauty of landscape;
  - Closeness to the earth;
  - Availability of native products (e.g., revival of country crafts and festivals).

Weaknesses and Problem Areas

- The proportion of families in economic poverty has for many years remained higher in rural than in metropolitan areas. Similarly, rural areas have always had the smallest proportion of people in affluence.
- Insufficient access and availability of personal services, while also a concern in metropolitan areas, is exacerbated by the geographic isolation of many rural residents. Problems in providing services to residents are critical in such areas as: home health care and dental

services; passenger transportation; child and family counseling (e.g., law enforcement agencies lack adequate counseling services for young, first-time offenders); homemaker services; legal services for low income people; low-cost housing; and centralization of services that do not incorporate outreach, which could result in the denial or reduction of services to rural residents (e.g., hospices and health maintenance organizations located only in metropolitan areas).

- Inconsistencies in community service needs and delivery. Need for further examination of geographically related rural areas in order to determine specific, necessary services. For example, inconsistencies exist in the nature, levels, and effectiveness of services for adolescent pregnancy cases in rural areas (including health care and family planning services, as well as family life education, job development, and remedial education programs). Also of similar concern are the needs of single, working-age mothers which may include other areas, such as greater availability of, and access to, day care centers for children.

- Lack of dependable passenger transportation services for the "transportation disadvantaged" (poor, elderly, youth, single car families, etc.) that provides a valuable link to other services in the rural community. This problem is especially critical since 50 percent of rural households have only one vehicle and 11 percent have none.

- Difficulties encountered in providing community/personal services:

  - Rural service providers often feel isolated, and are frustrated by the lack of support services and limited budgets. Providers are often forced to eliminate some existing services so that other services may continue;

  - Rural programs are often costlier due to the dispersed nature of the rural population. However, the high cost per unit of service delivery is not adequately factored into existing funding formulas;

  - Transportation needs for service delivery which require an increasingly larger share of limited budgets;

  - Standards and requirements that are too restrictive and prevent local providers from coordinating and/or developing creative, cost-effective solutions to service delivery needs;

  - Informal support systems are not adequately utilized in the delivery of services, especially in the areas of home care and transportation. Recognition, support, and utilization of informal support systems by formal service providers may be slow;

  - Willingness of rural residents to provide voluntary personal services, such as home health care, may not be the problem. Ability is often the issue, stemming from a lack of knowledge, time, and financial resources. This results in less than

optimal assistance and may create feelings of inadequacy, resentment, and frustration in the care provider;

- Lack of incentives for the coordination of resources commanded by the multiplicity of service providers located in rural areas;

- Lack of formal organization of volunteer services within many rural communities. Volunteer services provided by religious and other service groups are often informal and on a case-by-case basis. Delivery is usually not made in a routine or contractual fashion, which means people who need assistance may not be aware of existing services or how to obtain them. In addition, providers may have difficulty in accurately identifying community need;

- Greater demand for written documentation adding to the burden of excessive paperwork and record keeping, in addition to relatively slow response times for funding and/or materials from the State (e.g., problem of non-acceptance of Medicaid patients by many rural health care providers may be due to low fee schedules, burdensome paperwork, and bothersome audits associated with the program);

- Shortage of qualified professionals in such service fields as health care and difficulties in attracting them to locate in rural areas.

- Lack of cultural and social activities for youth and other members of the community and a reduction in availability of community organizations which once provided "family" activities (e.g., law enforcement agencies lack adequate counseling services for young, first-time offenders);

- Inadequate economic opportunity:

  - Rural areas are limited both in quantity and quality of economic opportunity. Such factors as insufficient diversity of available job opportunities and relatively low pay scales, force many people to turn to more densely populated metropolitan centers for gainful employment;

  - Below average income of rural elderly as compared to their urban counterparts and lesser ability to find employment for supplementing fixed incomes;

  - Lack of employment opportunities may encourage some people to work "off the books", denying them benefits of minimum wage, unemployment insurance, or compensation coverage.

- Rising costs of living and government taxation impact heavily upon the elderly and others with fixed or limited incomes.

  - Continued affordability of utilities presents an important concern in rural areas (e.g., the loss of telephone service and

escalating costs through deregulation, which for some elderly shut-ins may be the only means of access to outside services. This situation could easily place the more isolated rural residents in an extremely vulnerable position);

- Perception of serious economic risk to the rural poor and elderly as a result of spiraling energy costs.

- Limited availability, applicability, and usage of state and federal resources:

  - Inadequate use of state transit funds in rural areas (e.g., mass transit funding);

  - Multiple funding sources with different regulations and requirements which predetermine how funds may be spent (e.g., service restrictions in geographic areas that could be served, variations in eligibilty criteria, as well as inconsistencies in definitions of elderly and handicapped populations);

  - Local use may be limited by inadequate knowledge of existing programs, the inability of municipalities to deal with central bureaucracies, as well as some degree of cultural resistance to the use of government funds. This serves to dampen local initiative and enthusiasm for state and federal programs. Additionally, poor community perception of large government bureaucracy may stem from concern over additional financial burdens placed on the community to continue services when grants expire;

  - Inequitable allocation of state and federal financial resources allows certain areas to receive greater funding. This is because aid formulas are heavily dependent upon the financial resources of the community (such as the size of the tax base), and its ability to obtain matching funding. The "numbers game" makes it difficult to qualify for programs based on "numbers of potential clients";

  - Technical services are not utilized to their fullest potential;

  - Need for trust-building between state government and its localities, especially in rural areas.

- Lack of participation in community planning.

  - Local resistance to the concept of planning. Generally, many rural municipalities do not fully understand the importance of proper planning to the community as a whole. The need exists to facilitate the planning process in local government.

- Disruption of sense of community due to the growing influx of new people and moving away of natives:

  - Inadequate communication between natives and newcomers, and

occasionally between neighboring municipalities;

- New residents working outside the community place greater demands on community services, yet are often not involved in community affairs.

- Aesthetic values are a major part of the attractiveness of rural areas. However, abuse of the political weakness of rural areas threatens to destroy this major attribute.

- Minorities:

  - Lack of public awareness and consideration of ethnic/racial perspectives in rural policymaking decisions (e.g., migrant farmers);

  - Need to develop greater sensitivity to and acceptance of an increasingly pluralistic society, especially in "fringe" areas experiencing frequent contact with the urban environment.

- Underdeveloped information networks.

- Rural libraries require additional resources in order to meet both increases in library use and growth in the range of demands made on them as community information resource centers. Demand continues to increase for information on jobs and educational opportunities, technical journals and periodicals, and microcomputer training.

- Library resources and services are less well funded than those available in metropolitan areas;

  - Library costs are escalating throughout the state, yet rural libraries must devote nearly a third of their budgets to operating costs as compared to only 22 percent spent by metropolitan libraries. Attempts to reduce operating costs often result in fewer hours of operation and reduced access to library resources;

  - Few rural libraries are automated and able to provide modern services taken for granted in most urban libraries (e.g., timely book traces and rapid access to shared resources. A number of rural libraries do not even have telephones);

  - Support for library outreach services to those who are geographically isolated or educationally disadvantaged is insufficient in rural areas.

- Underdeveloped communications availability in rural areas. Although New York State is a strong supporter of public broadcasting, public television cannot be recieved by 12 percent of the homes in the state, and public radio cannot be heard by 25 percent of New York's residents. Importantly, signals cannot be recieved in rural areas deficient in opportunities to enjoy a wide variety of cultural experiences. Moreover, the use of public television is underdeveloped

as a resource for school curricula in rural New York.

- Many small museums and historical collections in rural New York are inadeqately or under exhibited because of limited resources. There is strong need for museum development and technical support services, and increased cooperation among regional organizations.

- Funds available for regranting through the locally administered Decentralization Program of the New York State Council on the Arts are widely acknowledged to have improved access to cultural activities in many rural areas. Yet, only 18 out of 44 rural counties have contracts with the Council to recieve regrant funds, and competition among applicants for available monies is fierce.

- Need for technical assistance in management and development for small, locally supported arts organizations lacking those capabilities.

GOALS FOR RURAL NEW YORK

- Ensure consideration of rural concerns in public programs and policy decisions.

- Encourage individual participation in governance.

- Promote expansion of rural networking in order to address targeted needs at the local level (including the encouragement of cooperative program development among service providers).

- Remove unneccessary barriers that limit local government from solving local problems.

- Foster rural culture and values.

- Ensure quality of access to modern library services and to New York State's information resources for rural populations.

- Expand access to cultural resources in rural public school systems:

    - Support local and regional public television and radio programming of cultural activities and materials appropriate for school curricula;

    - Improve library resources available to students and teachers through regional resource sharing.

- Provide equitable services in critical life systems to all citizens of the state (e.g., provision of increased incentives for further development of non-institionalized health maintenance programs, especially for the rural elderly).

- Make telecommunications available in every rural area.

- Maximize existing passenger transportation services, both public and private (including improved coordination among existing transportation providers).

- Educate local decisionmakers, community planners, and residents in the:

  - Availability of existing services and alternatives;

  - Potential for coordination and cooperation between service providers (e.g., creation of interagency committees that would provide an informal means of referral, sharing, and planning);

  - Need for community participation in addressing deficiencies in service provision.

PUBLIC POLICY QUESTIONS TO BE ADDRESSED

- How can the State achieve cost-effective use of resources in addressing the special needs of the people of rural New York?

- How can state and local governments encourage and promote greater community involvement in governance (voting, public meetings, elective office, etc.)?

- How can state and local governments promote greater cooperation and coordination between the many public and private service delivery systems that serve rural areas?

- To what extent can problems be solved by localities without direct state or federal intervention? Should government provide incentives for facilitating problem solving at the local level?

- Should the State seek closer communication between its administrators and State-funded service providers, for the purpose of identifying and eliminating wasteful and unneccessary regulatory barriers to efficient service delivery?

- How can the State and local governments foster the development and promotion of alternative community services and facilities appropriate to rural areas, and reduce this dependence upon large and expensive delivery systems?

- How can lawmakers provide incentives to preserve, strengthen, and promote the State's unique rural cultural resources (e.g., cottage crafts, local festivals, historical buildings, and arts, etc.)?

- How can the State promote increased effectiveness of its existing "quality of life" regulations?

- To what extent do local service providers compete with one another, and

what is the impact on the community?

- Should the State more aggressively address the disparity between rural and urban residents' accessibility to quality physical and mental health treatment and maintenance, education, and other critical life systems?

- Is it a responsibility of the State to assure access for every household to information services?

- How can greater trust and rapport be established between the State and local governments in rural areas?

HUMAN RELATIONS AND COMMUNITY LIFE

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APPENDIX

RURAL NEW YORK'S POPULATION RANKED WITH ALL STATE POPULATIONS, 1980

Rank	Total Population	State
1	23,667,902	California
2	17,558,072	New York
3	14,229,191	Texas
4	11,863,395	Pennsylvania
5	11,426,518	Illinois
6	10,797,630	Ohio
7	9,746,324	Florida
8	9,262,078	Michigan
9	7,364,823	New Jersey
10	5,881,766	North Carolina
11	5,737,037	Massachusetts
12	5,490,224	Indiana
13	5,463,105	Georgia
14	5,346,618	Virginia
15	4,916,686	Missouri
16	4,705,767	Wisconsin
17	4,591,120	Tennessee
18	4,216,975	Maryland
19	4,205,900	Louisiana
20	4,132,158	Washington
21	4,075,970	Minnesota
22	3,893,888	Alabama
23	3,660,777	Kentucky
24	3,121,820	South Carolina
25	3,107,576	Connecticut
	3,088,546	**RURAL NEW YORK**
26	3,025,290	Oklahoma
27	2,913,808	Iowa
28	2,889,964	Colorado
29	2,718,215	Arizona
30	2,633,105	Oregon
31	2,520,638	Mississippi
32	2,363,679	Kansas
33	2,286,435	Arkansas
34	1,949,644	West Virginia
35	1,569,825	Nebraska
36	1,461,037	Utah
37	1,302,894	New Mexico
38	1,124,660	Maine
39	964,691	Hawaii
40	947,154	Rhode Island
41	943,935	Idaho
42	920,610	New Hampshire
43	800,493	Nevada
44	786,690	Montana
45	690,766	South Dakota
46	652,717	North Dakota
47	594,338	Delaware
48	511,456	Vermont
49	469,557	Wyoming
50	401,851	Alaska

Source: 1980 Census of the Population, U.S. Bureau of the Census.

NEW YORK STATE POPULATION CHANGES 1970-1980 BY COUNTY

Rural County	1970	1980	Change 1970-1980	% Change 1970-1980	Net Migration 1970-1980 Number	Net Migration 1970-1980 Percent
Allegany	46458	51742	5284	11	2260	5
Cattaraugus	81666	85697	4031	5	-114	0
Cayuga	77439	79894	2455	3	-1171	-2
Chautauqua	147305	146925	-380	0	-4956	-3
Chemung	101537	97656	-3881	-4	-8057	-8
Chenango	46368	49344	2976	6	619	1
Clinton	72934	80750	7816	11	570	1
Columbia	51519	59487	7968	15	7523	15
Cortland	45894	48820	2926	6	142	0
Delaware	44718	46824	2106	5	1026	2
Essex	34631	36176	1545	4	731	2
Franklin	43931	44929	998	2	-348	-1
Fulton	52637	55153	2516	5	1343	3
Genesee	58722	59400	678	1	-3050	-5
Greene	33136	40861	7725	23	7627	23
Hamilton	4714	5034	320	7	370	8
Herkimer	67407	66714	-693	-1	-2636	-4
Jefferson	88508	88151	-357	0	-4406	-5
Lewis	23644	25035	1391	6	-370	-2
Livingston	54041	57006	2965	5	-561	-1
Madison	62864	65150	2286	4	-1937	-3
Montgomery	55883	53439	-2444	-4	-2631	-5
Ontario	78849	88909	10060	13	5866	7
Orleans	37305	38496	1191	3	-1175	-3
Oswego	100897	113901	13004	13	4643	5
Otsego	56181	59075	2894	5	2129	4
Putnam	56696	77193	20497	36	15885	28
Rensselaer	152510	151966	-544	0	-5731	-4
Saratoga	121764	153759	31995	26	20803	17
Schenectady	161078	149946	-11132	-7	-14952	-10
Schoharie	24750	29710	4960	20	4212	17
Schuyler	16737	17686	949	6	41	0
Seneca	35083	33733	-1350	-4	-2841	-8
St. Lawrence	112309	114254	1945	2	-4559	-4
Steuben	99546	99217	-329	0	-5163	-5
Sullivan	52580	65155	12575	24	11720	22
Tioga	46513	49812	3299	7	-72	0
Tompkins	77064	87805	10741	14	4882	6
Ulster	141241	158158	16917	12	12944	9
Warren	49402	54854	5452	11	3117	6
Washington	52725	54795	2070	4	-363	-1
Wayne	79404	84581	5177	7	-799	-1
Wyoming	37688	39895	2207	6	-113	0
Yates	19831	21459	1628	8	1309	7
Metropolitan County						
Albany	286742	285909	-833	0	-6073	-2
Bronx	1471701	1168972	-302729	-21	-382471	-26
Broome	221815	213648	-8167	-4	-16356	-7
Dutchess	222295	245055	22760	10	11589	5
Erie	1113491	1015472	-98019	-9	-129997	-12
Kings	2602012	2230936	-371076	-14	-541955	-21
Monroe	711917	702238	-9679	-1	-48900	-7
Nassau	1428838	1321582	-107256	-8	-130487	-10
New York	1539233	1428285	-110948	-7	-114691	-8
Niagara	235720	227354	-8366	-4	-18817	-8
Oneida	273070	253466	-19604	-7	-31018	-11
Onondaga	472835	463920	-8915	-2	-34813	-7
Orange	221657	259603	37946	17	24045	11
Queens	1987174	1891325	-95849	-5	-146052	-7
Richmond	295443	352121	56678	19	38729	13
Rockland	229903	259530	29627	13	13640	6
Suffolk	1127030	1284231	157201	14	68099	6
Westchester	894406	866599	-27807	-3	-46528	-5

SUMMARY:	Population 1970	Population 1980	Change 1970-1980	% Change 1970-1980	Net Migration 1970-80 Number	Net Migration 1970-80 Percent
New York State	18241391	17588072	-682599	-4	-1448299	-8
Rural Counties	2906109	3088546	182437	6	43757	2
Metropolitan Counties	15335282	14470246	-865036	-6	-1492056	-10

SOURCE: U.S. BUREAU OF THE CENSUS. MATERIAL COMPILED BY NYS DEPARTMENT OF COMMERCE, STATE DATA CENTER.

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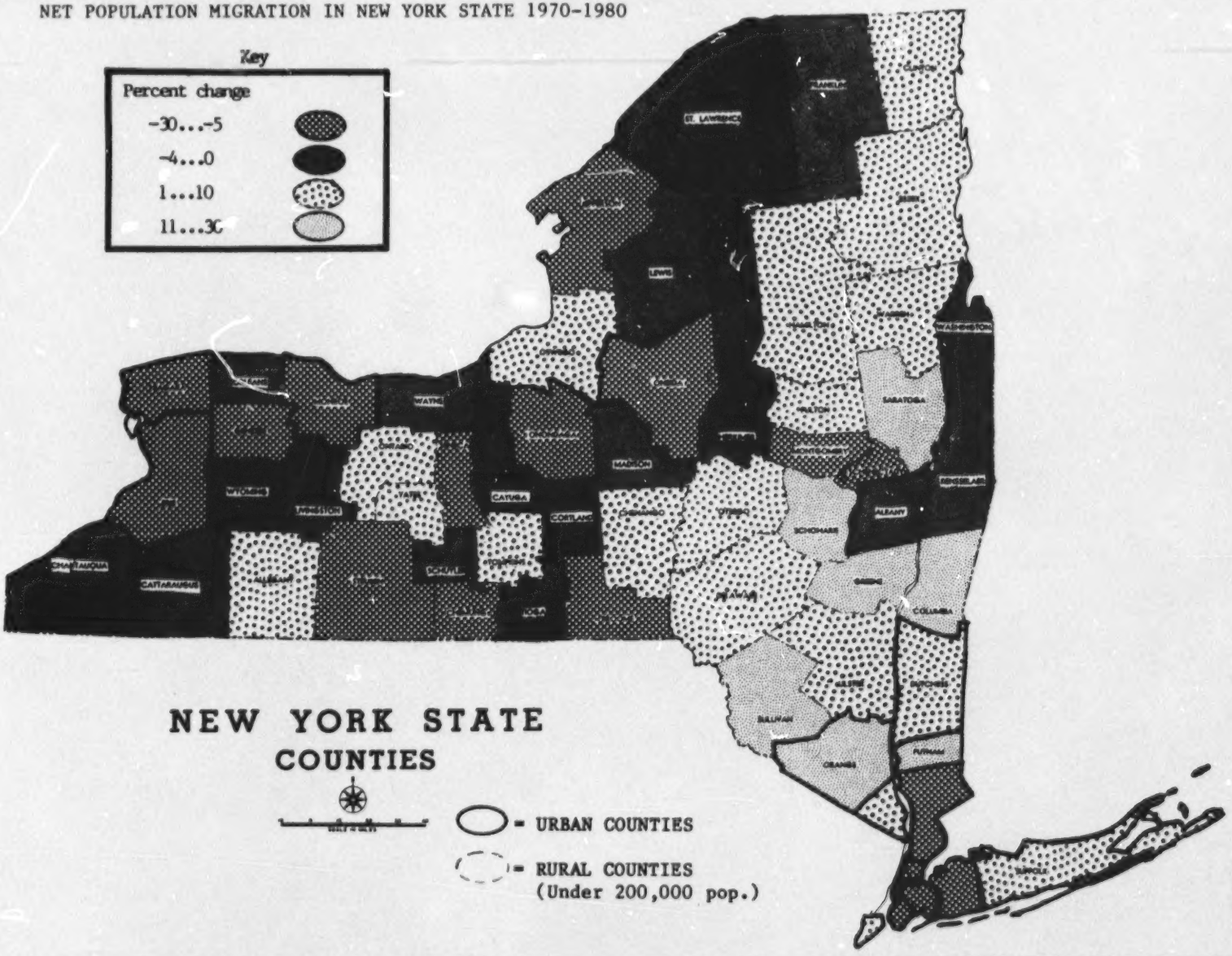
NET POPULATION MIGRATION IN NEW YORK STATE 1970-1980



24 SOURCE: DATA OBTAINED FROM U.S. BUREAU OF THE CENSUS AND N.Y.S. DEPARTMENT OF COMMERCE, STATE DATA CENTER. 25

PRELIMINARY POPULATION PROJECTIONS FOR NEW YORK STATE, BY COUNTY, 1980 - 2010

Rural Counties	1980 Population	Population Change 1980-2010	Percent Population Change 1980-2010
Allegany	51742	10144	20
Cattaraugus	85697	13458	16
Cayuga	79894	6448	8
Chautauqua	146925	9931	7
Chemung	97656	4550	5
Chenango	49344	13674	28
Clinton	80750	21265	26
Columbia	59487	29867	50
Cortland	48820	7897	16
Delaware	46824	7221	15
Essex	36176	2440	7
Franklin	44929	4017	9
Fulton	55153	3976	7
Genesee	59400	6928	12
Greene	40861	15536	38
Hamilton	5034	401	8
Herkimer	66714	4045	6
Jefferson	88151	6410	7
Lewis	25035	5029	20
Livingston	57006	10180	18
Madison	65150	13997	21
Montgomery	53439	-1416	-3
Ontario	88909	22847	26
Orleans	38496	8006	21
Oswego	113901	33907	30
Otsego	59075	3424	6
Putnam	77193	56100	73
Rensselaer	151966	9763	6
Saratoga	153759	66613	43
Schenectady	149946	-2167	-1
Schoharie	29710	14180	48
Schuyler	17686	2779	16
Seneca	33733	8147	24
St. Lawrence	114254	2620	2
Steuben	99217	10745	11
Sullivan	65155	37170	57
Tioga	49812	16956	34
Tompkins	87805	14930	17
Ulster	158158	51737	33
Warren	54854	14992	27
Washington	54795	4802	9
Wayne	84581	25179	30
Wyoming	39895	8708	22
Yates	21459	4946	23
Metropolitan Counties			
Albany	285909	811	0
Bronx	1168972	-211814	-18
Broome	213648	-15900	-7
Dutchess	245055	80967	33
Erie	1015472	-19018	-2
Kings	2230936	-79842	-4
Monroe	702238	-12579	-2
Nassau	1321582	-42601	-3
New York	1428285	-166040	-12
Niagara	227354	-4264	-2
Oneida	253466	-7568	-3
Onondaga	463920	722	0
Orange	259603	126685	49
Queens	1891325	-136293	-7
Richmond	352121	155838	44
Rockland	259530	89234	34
Suffolk	1284231	356989	28
Westchester	866599	-35605	-4
SUMMARY:			
New York State	17558792	692104	4
Rural Counties	3088546	612382	20
Metropolitan Counties	14470246	79722	1

SOURCE: 1983 PRELIMINARY PROJECTION OF POPULATION FOR NEW YORK STATE, STATE DATA CENTER, NEW YORK STATE DEPARTMENT OF COMMERCE.

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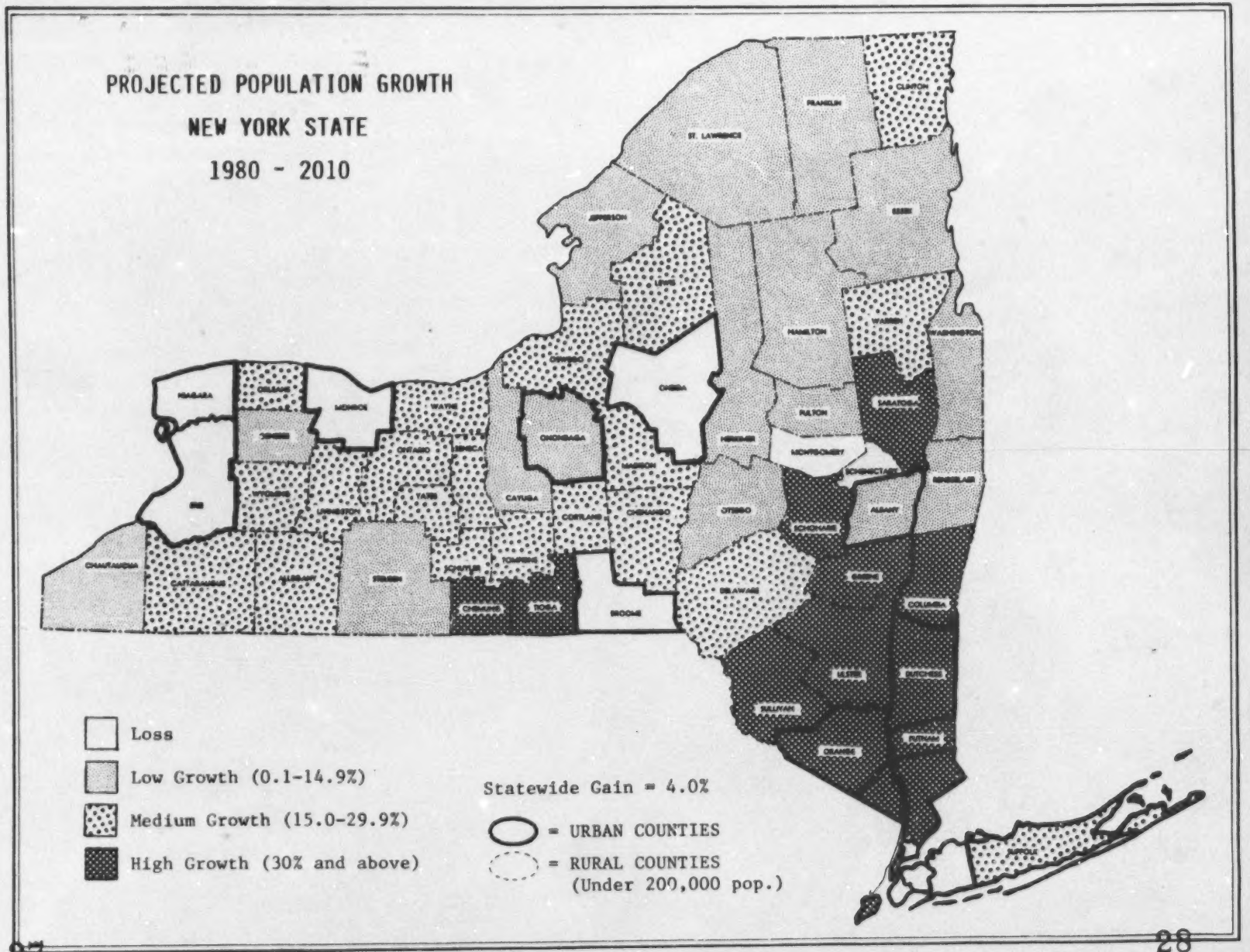

27 28

Source: New York State Department of Commerce, Projected Population in Each Age Group by County, 1983.

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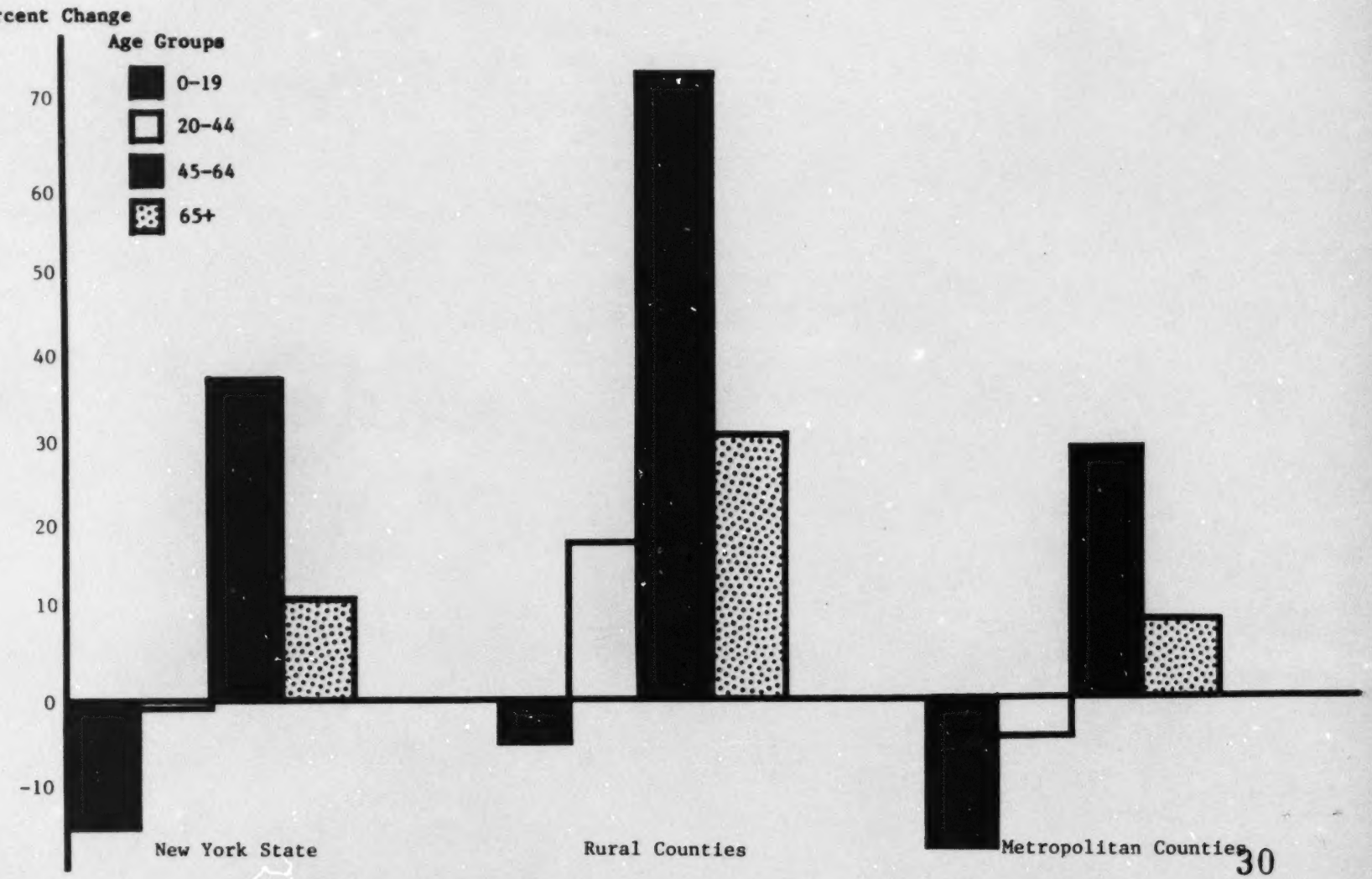
PROJECTED SHIFTS IN AGE STRUCTURE OF NEW YORK STATE'S POPULATION 1980-2010



SOURCE; 1983 PRELIMINARY PROJECTION OF POPULATION FOR NEW YORK STATE, NYS DEPARTMENT OF COMMERCE, STATE DATA CENTER.

ELDERLY POPULATION PROJECTIONS FOR NEW YORK STATE, BY COUNTY, 1980-2010

Rural Counties	Population Age 60+ 1980	2010	Percent Change 1980-2010
Allegany	8,211	12,454	52
Cattaraugus	14,868	19,668	32
Cayuga	14,413	17,820	24
Chautauqua	28,479	33,095	16
Chemung	17,517	21,018	20
Chenango	8,528	10,167	19
Clinton	9,517	19,251	102
Columbia	12,662	18,246	44
Cortland	7,383	9,251	25
Delaware	9,319	13,205	42
Essex	7,178	9,411	31
Franklin	7,792	10,226	31
Fulton	11,358	13,295	17
Genesee	9,815	11,607	18
Greene	9,199	14,362	56
Hamilton	1,202	1,514	26
Herkimer	13,164	15,195	15
Jefferson	15,678	18,775	20
Lewis	3,997	5,388	35
Livingston	8,282	12,344	49
Madison	9,391	11,100	18
Montgomery	12,463	12,533	1
Ontario	14,357	19,752	38
Orleans	6,517	7,023	8
Oswego	15,860	20,870	32
Otsego	11,330	14,208	25
Putnam	10,019	19,153	91
Rensselaer	26,211	29,857	14
Saratoga	20,045	37,210	86
Schenectady	30,236	27,428	-9
Schoharie	5,239	7,964	52
Schuyler	3,070	4,627	51
Seneca	6,115	8,317	36
St. Lawrence	16,890	21,783	29
Steuben	17,737	24,767	40
Sullivan	13,395	18,083	35
Tioga	6,469	9,160	42
Tompkins	10,029	20,715	107
Ulster	27,555	40,076	45
Warren	9,724	12,755	31
Washington	9,363	12,755	36
Wayne	12,706	15,617	23
Wyoming	6,280	7,741	23
Yates	4,340	6,113	41
Metropolitan Counties			
Albany	52,881	67,019	27
Bronx	202,332	150,921	-25
Broome	38,554	45,077	17
Dutchess	37,316	59,331	59
Erie	179,890	197,397	10
Kings	385,008	339,071	-12
Monroe	108,466	116,253	7
Nassau	214,039	216,126	1
New York	271,073	310,172	14
Niagara	39,195	51,843	32
Oneida	47,635	52,341	10
Onondaga	71,953	77,368	8
Orange	39,009	65,162	67
Queens	388,449	386,066	-1
Richmond	50,103	87,106	74
Rockland	30,715	61,544	100
Suffolk	162,864	277,296	70
Westchester	158,371	181,163	14
SUMMARY:			
New York State	3,001,756	3,437,155	15
Rural Counties	523,903	695,899	33
Metropolitan Counties	2,477,853	2,741,256	11

SOURCE: 1980 Census of Population and Housing, United States Bureau of the Census. Projections developed by the State Data Center, New York State Department of Commerce.

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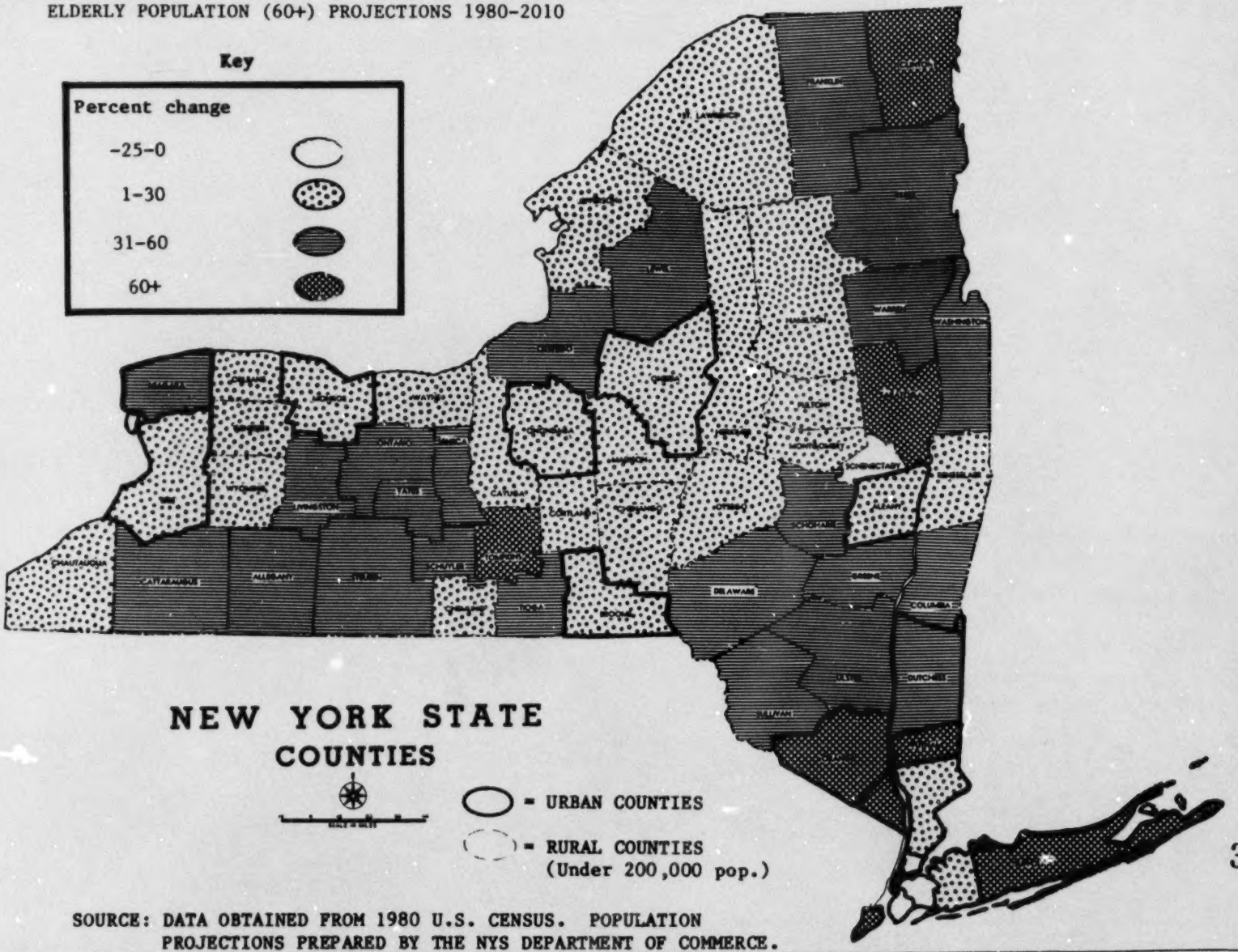
ELDERLY POPULATION (60+) PROJECTIONS 1980-2010



SOURCE: DATA OBTAINED FROM 1980 U.S. CENSUS. POPULATION PROJECTIONS PREPARED BY THE NYS DEPARTMENT OF COMMERCE.

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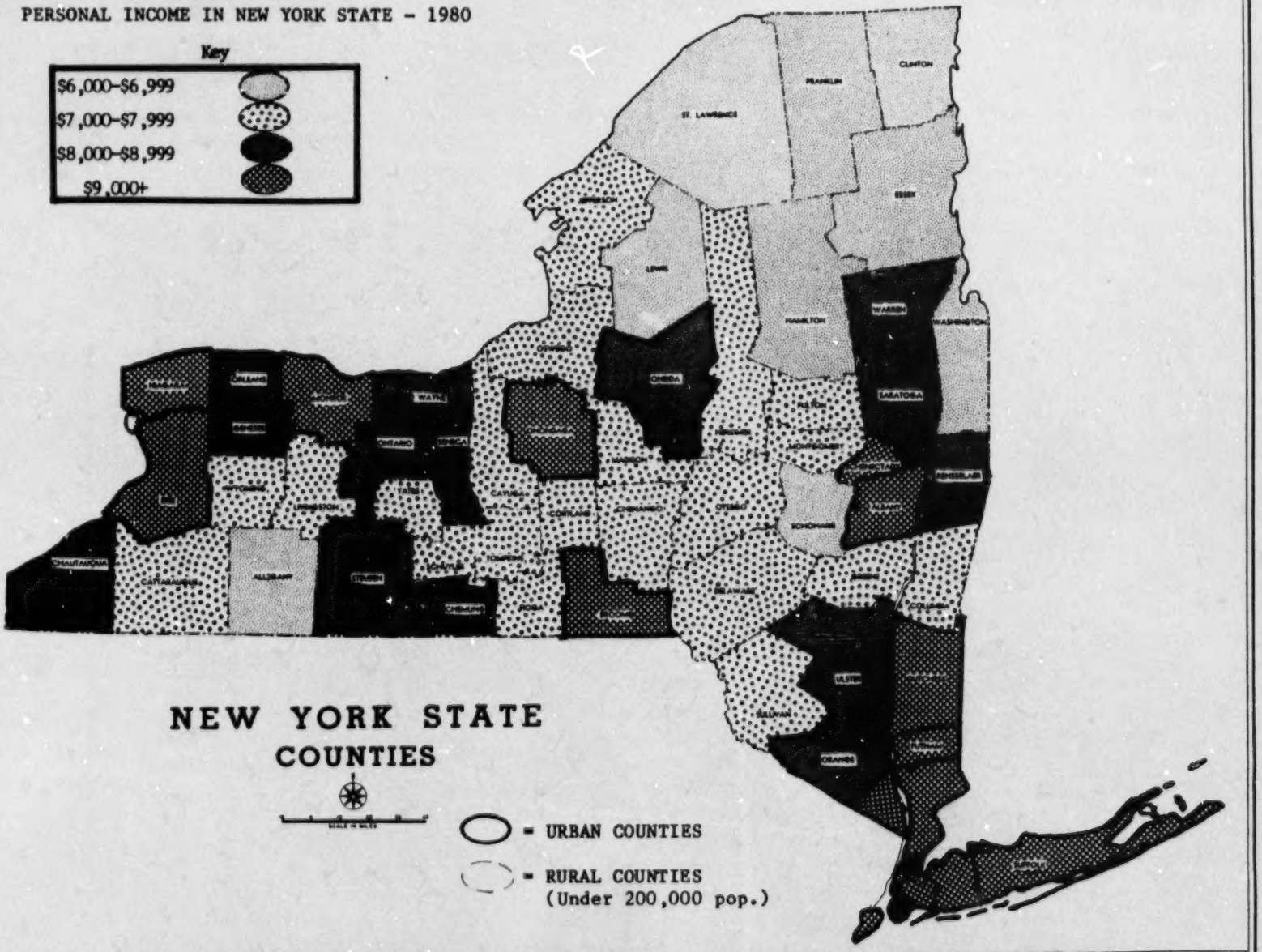
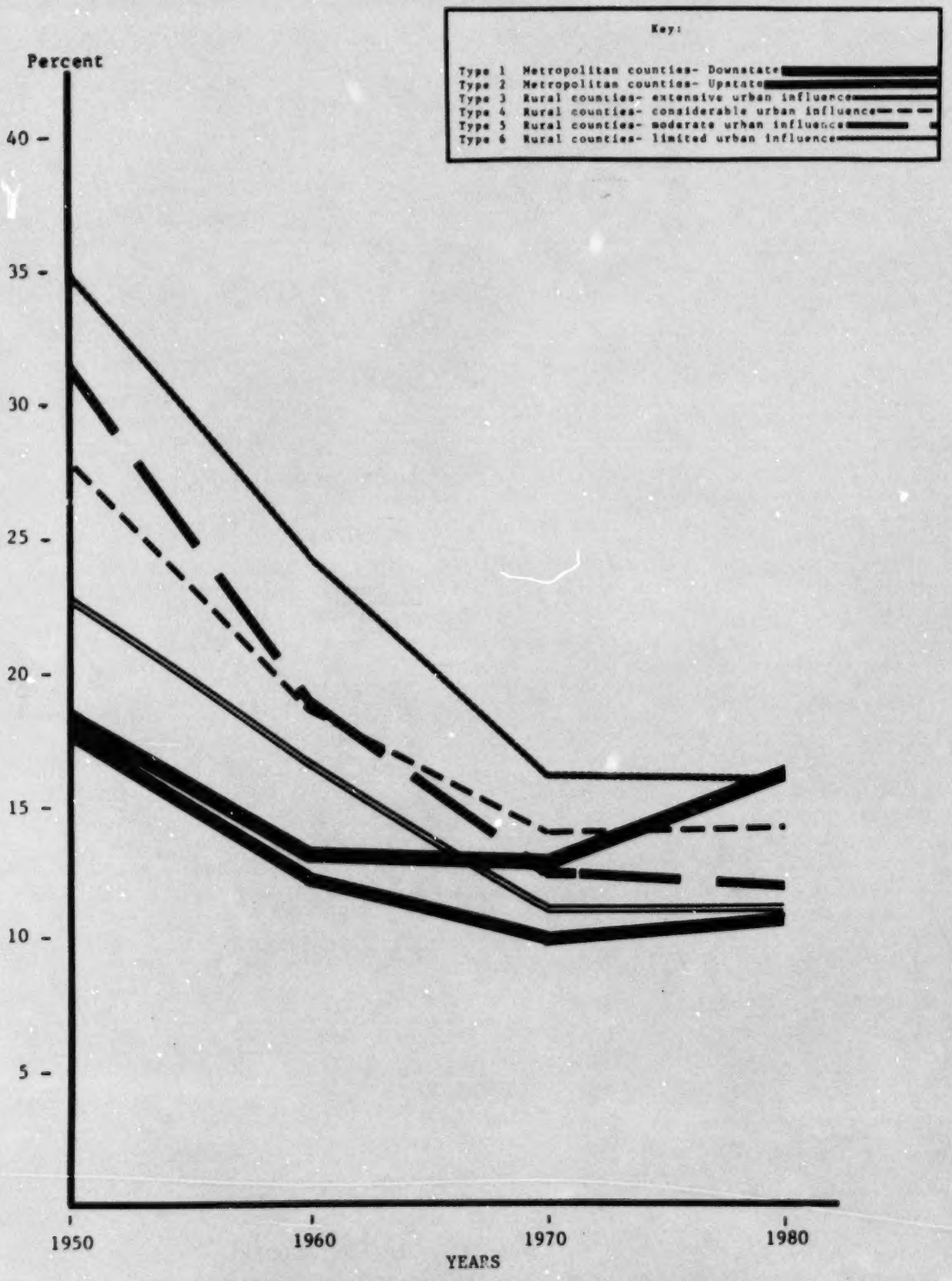
PERSONAL INCOME IN NEW YORK STATE - 1980



34 SOURCE: DATA OBTAINED FROM THE NYS DEPARTMENT OF COMMERCE, BUREAU OF BUSINESS RESEARCH

35

PERCENTAGE OF FAMILIES IN POVERTY BY COUNTY TYPES NEW YORK STATE 1950-1980



SOURCE: TRENDS IN BASIC SOCIAL INDICATORS FOR RURAL AND METROPOLITAN COUNTIES IN NEW YORK STATE, 1950-1980, BY PAUL R. EBERTS, LEGISLATIVE COMMISSION ON RURAL RESOURCES, 1983.

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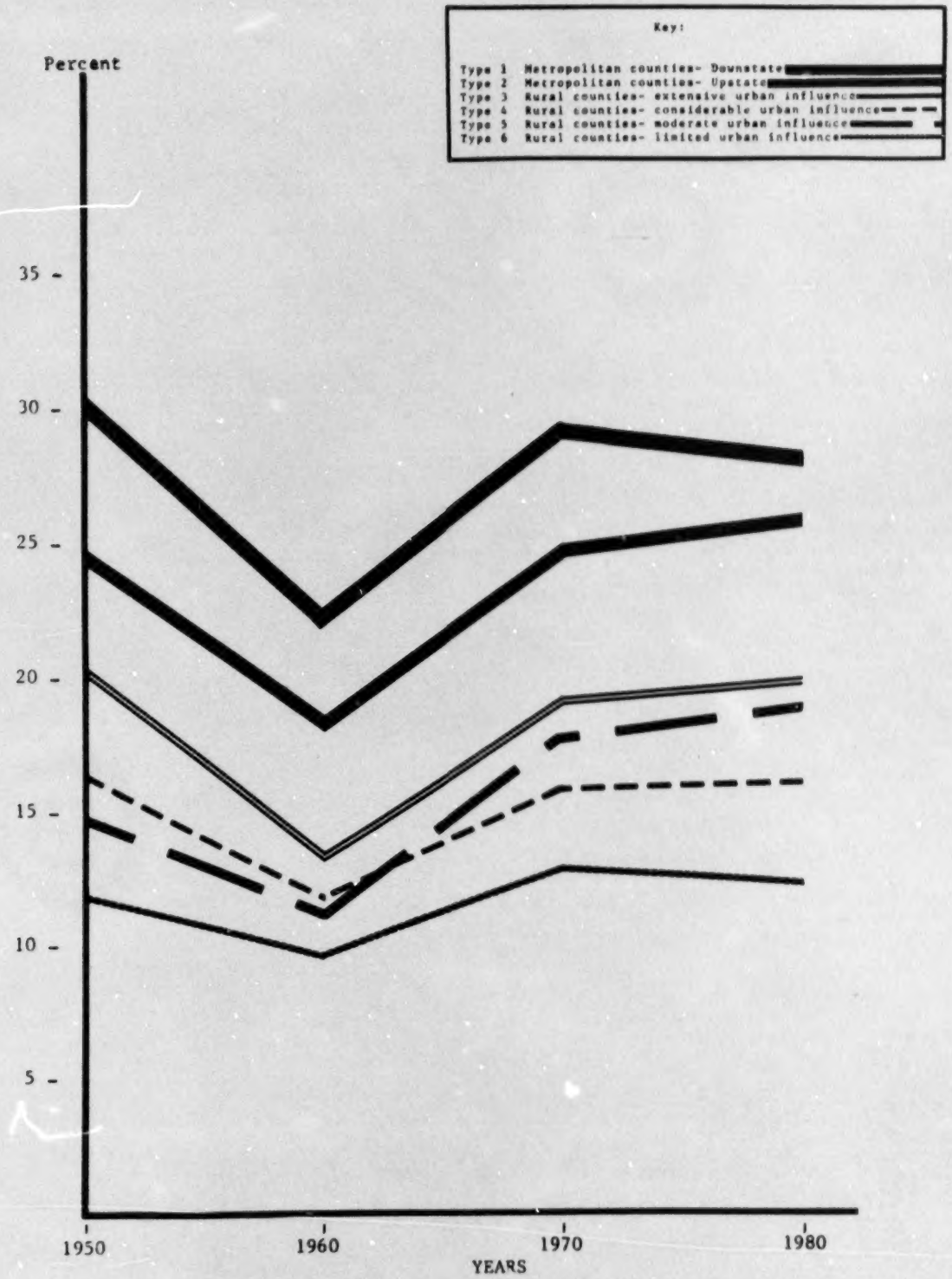
PERCENTAGE OF FAMILIES IN AFFLUENCE BY COUNTY TYPES NEW YORK STATE 1950-1980



SOURCE: TRENDS IN BASIC SOCIAL INDICATORS FOR RURAL AND METROPOLITAN COUNTIES IN NEW YORK STATE, 1950-1980, BY PAUL R. EBERTS, LEGISLATIVE COMMISSION ON RURAL RESOURCES, 1983.

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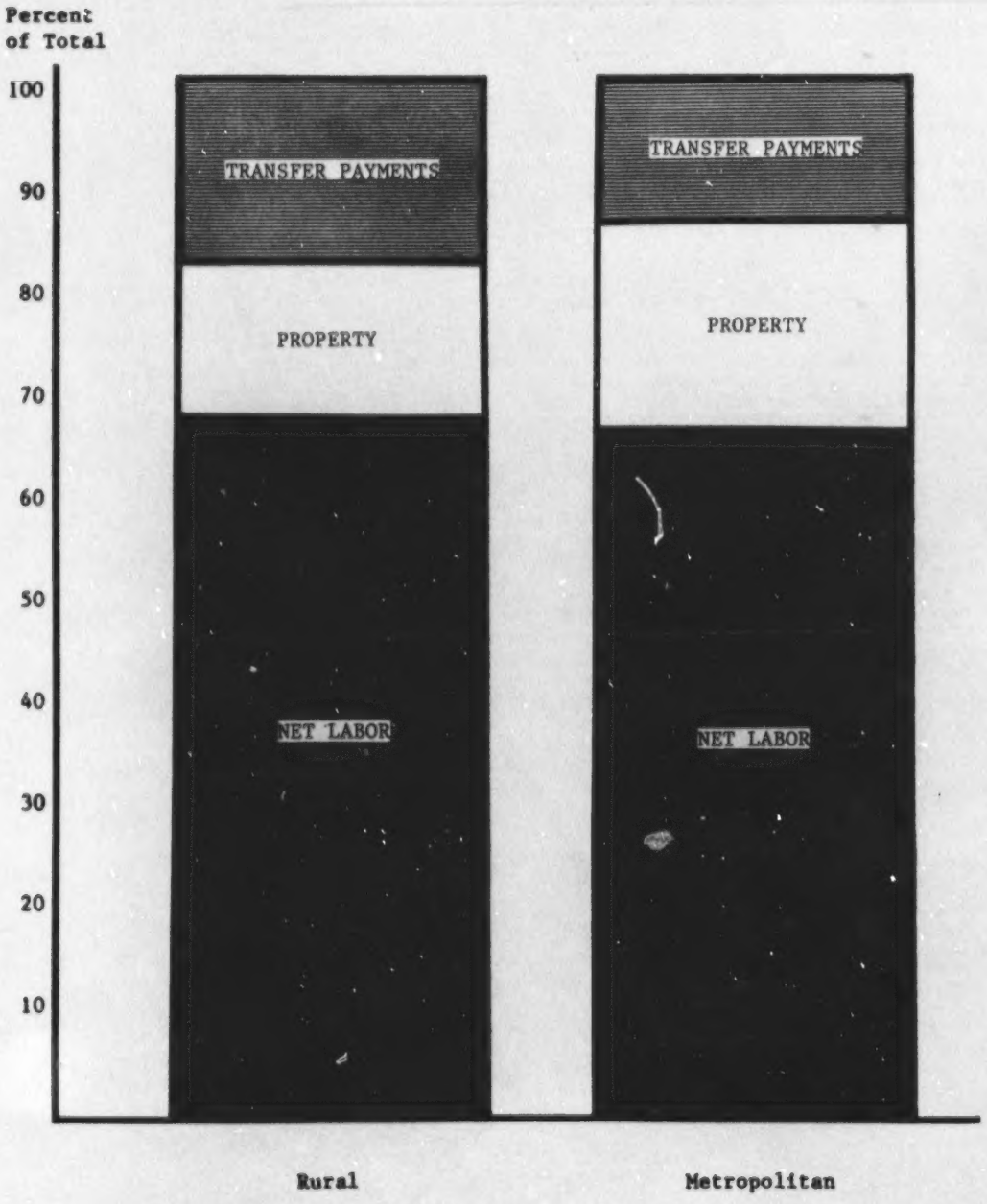
ESTIMATED PER CAPITA INCOME IN NEW YORK STATE BY COUNTY-1980

Rural County	Total Per Capita	Net Labor and Proprietors Income	Property Income	Transfer Payments	Per Capita Rank
Allegany	$6,442	$4,257	$852	$1,332	59
Cattaraugus	7,029	4,701	972	1,355	52
Cayuga	7,795	5,290	1,105	1,401	35
Chautauqua	8,169	5,587	1,144	1,438	29
Chemung	8,374	5,590	1,210	1,575	23
Chenango	7,277	4,942	1,102	1,233	47
Clinton	6,706	4,848	719	1,265	56
Columbia	7,581	4,612	1,526	1,444	41
Cortland	7,228	4,998	1,001	1,228	48
Delaware	7,089	4,330	1,358	1,399	51
Essex	6,929	4,060	1,288	1,581	55
Franklin	6,353	3,870	893	1,592	60
Fulton	7,167	4,492	1,221	1,456	49
Genesee	8,300	5,766	1,197	1,337	24
Greene	7,422	4,475	1,328	1,616	43
Hamilton	6,665	3,273	1,607	1,785	57
Herkimer	7,786	5,104	1,081	1,600	36
Jefferson	7,618	4,994	1,079	1,547	39
Lewis	6,316	4,096	1,008	1,211	61
Livingston	7,690	5,354	1,083	1,253	37
Madison	7,337	5,009	1,149	1,179	45
Montgomery	7,905	4,970	1,314	1,619	34
Ontario	8,447	5,911	1,237	1,300	22
Orleans	8,461	5,994	1,094	1,373	21
Oswego	7,586	5,569	754	1,264	40
Otsego	7,162	4,349	1,437	1,376	50
Putnam	9,383	6,960	1,451	972	14
Rensselaer	8,283	5,622	1,183	1,478	25
Saratoga	8,124	6,030	976	1,118	31
Schenectady	10,522	7,083	1,790	1,648	7
Schoharie	6,025	3,731	1,068	1,226	62
Schuyler	7,027	4,935	852	1,241	53
Seneca	8,062	5,575	1,109	1,375	32
St. Lawrence	6,558	4,342	845	1,371	58
Steuben	8,226	5,591	1,072	1,564	27
Sullivan	7,688	4,525	1,545	1,618	38
Tioga	7,996	6,129	839	1,028	33
Tompkins	7,411	5,005	1,327	1,079	44
Ulster	8,535	5,762	1,433	1,340	19
Warren	8,140	5,279	1,404	1,459	30
Washington	6,959	4,676	940	1,346	54
Wayne	8,580	6,142	1,179	1,259	18
Wyoming	7,290	4,887	1,110	1,293	46
Yates	7,548	4,674	1,428	1,446	42
Metropolitan Counties					
Albany	$10,207	$6,756	$1,722	$1,729	8
Bronx	8,240	5,326	1,146	1,768	26
Broome	9,112	6,285	1,365	1,462	15
Dutchess	9,707	7,024	1,453	1,230	11
Erie	9,552	6,494	1,552	1,506	12
Kings	8,519	5,331	1,460	1,728	20
Monroe	11,003	8,024	1,696	1,283	5
Nassau	14,333	9,906	3,062	1,366	3
New York	14,500	8,121	4,506	1,873	1
Niagara	9,041	6,251	1,260	1,530	16
Oneida	8,173	5,307	1,295	1,567	28
Onondaga	9,386	6,777	1,309	1,300	13
Orange	8,765	6,160	1,231	1,375	17
Queens	10,658	6,962	2,067	1,629	6
Richmond	9,742	7,047	1,308	1,387	10
Rockland	11,515	8,679	1,634	1,202	4
Suffolk	10,122	7,509	1,410	1,203	9
Westchester	14,340	9,689	3,207	1,444	2
SUMMARY:					
New York State	$10,252	$6,830	$1,910	$1,513	
Rural Counties	7,863	5,322	1,170	1,374	
Metropolitan Counties	10,762	7,151	2,067	1,543	

SOURCE: U.S. DEPARTMENT OF COMMERCE, BUREAU OF ECONOMIC ANALYSIS.

COMPOSITION OF PER CAPITA PERSONAL INCOME IN METROPOLITAN AND RURAL COUNTIES: NEW YORK STATE-1980



SOURCE: DATA OBTAINED FROM THE U.S. DEPARTMENT OF COMMERCE, BUREAU OF ECONOMIC ANALYSIS.

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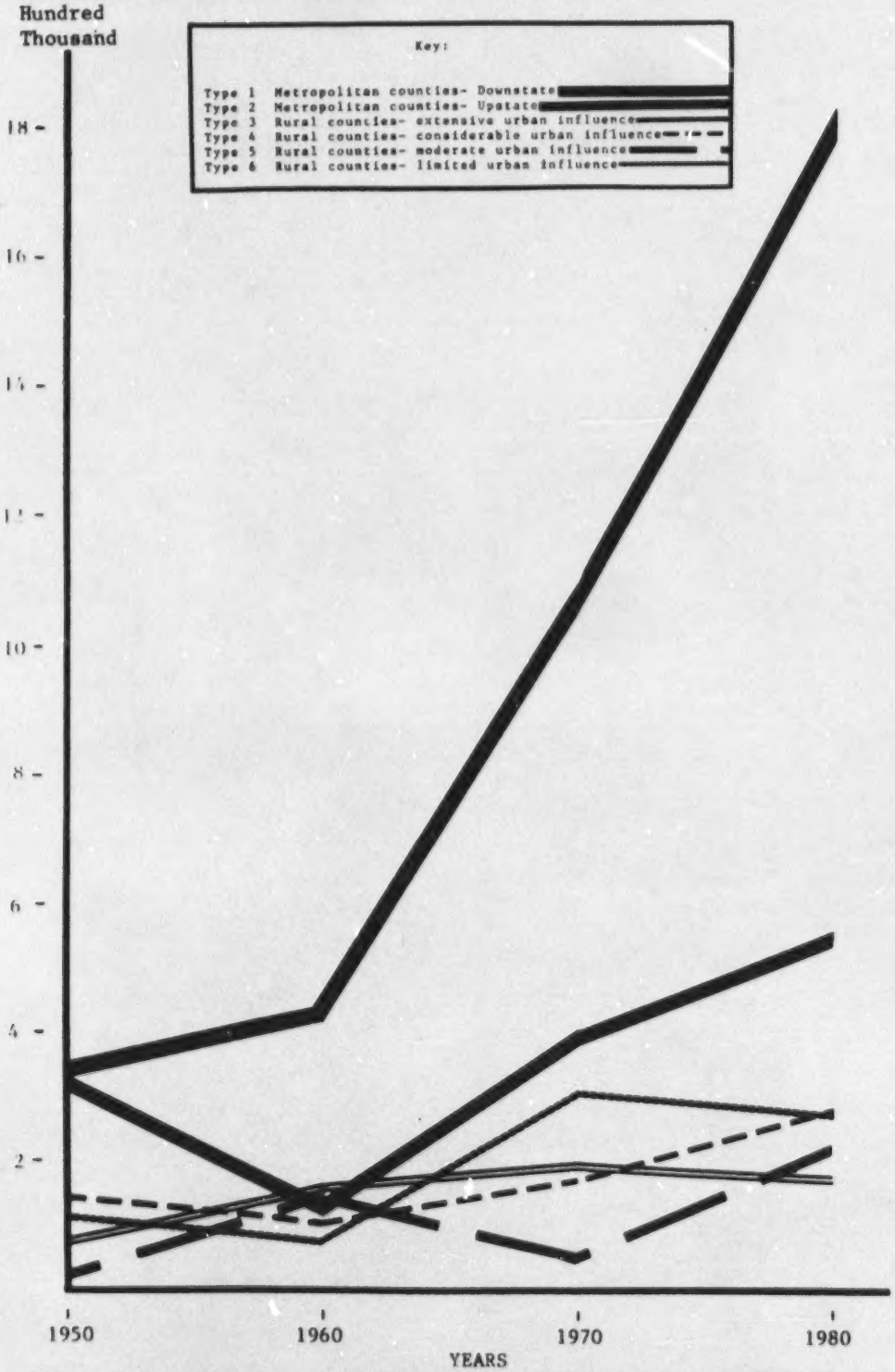
NUMBER OF HOMOCIDES PER 100,000 PERSONS BY COUNTY TYPES NEW YORK STATE 1950-1980



SOURCE: TRENDS IN BASIC SOCIAL INDICATORS FOR RURAL AND METROPOLITAN COUNTIES IN NEW YORK STATE, 1950-1980, BY PAUL R. EBERTS, LEGISLATIVE COMMISSION ON RURAL RESOURCES, 1983.

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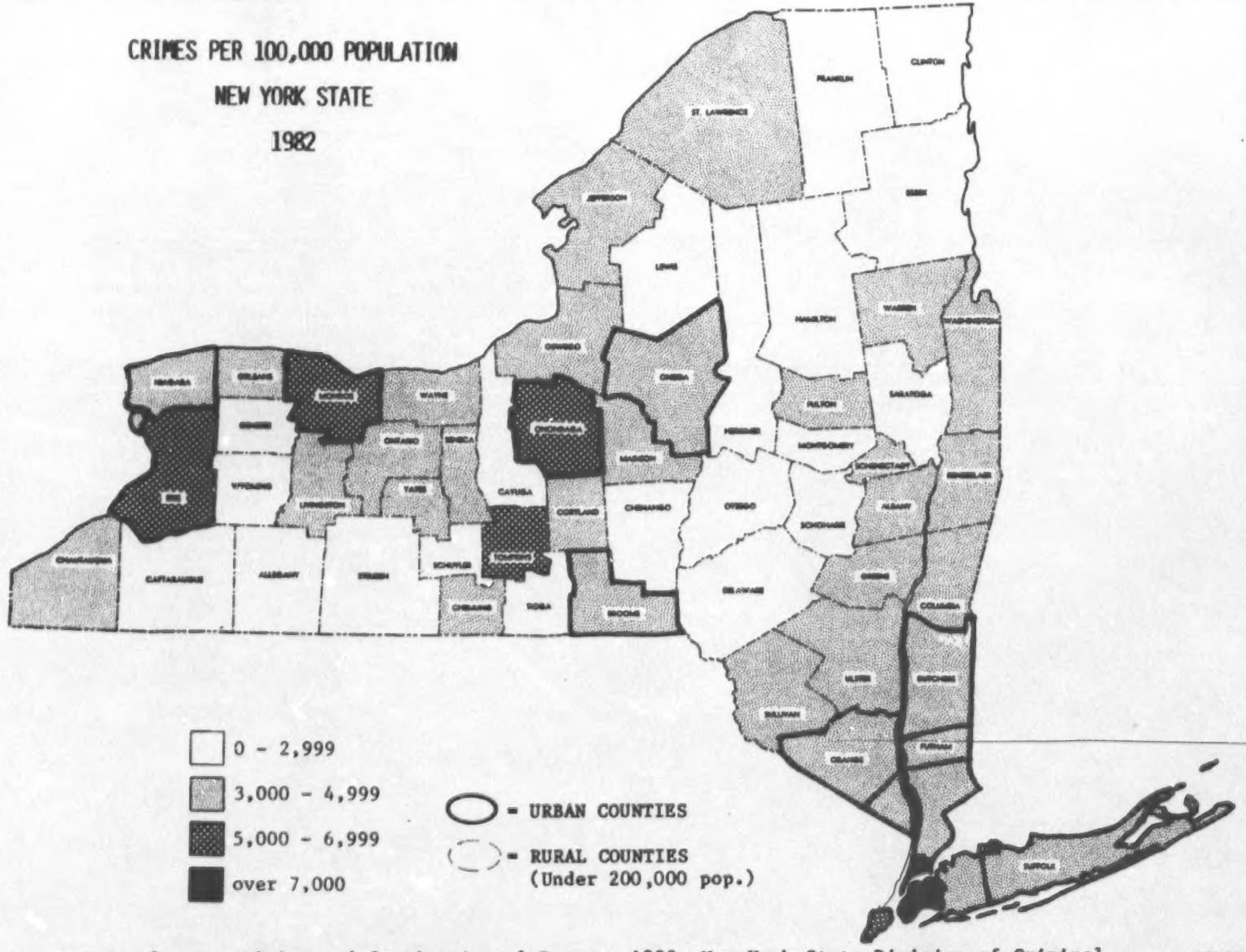

Sources: Crime and Justice Annual Report, 1982, New York State Division of Criminal Justice Services. 1983-84 New York State Statistical Yearbook, Nelson A. Rockefeller Institute of Government, 1983.

SUICIDES IN NEW YORK STATE, BY COUNTY, 1982

Rural Counties	SUICIDES Under Age 20	Age 20 and over	Total	Suicides Per 100,000
Allegany	1	1	2	3.9
Cattaraugus	1	7	8	9.3
Cayuga	1	12	13	16.3
Chautauqua	2	15	17	11.6
Chemung	1	10	11	11.3
Chenango	0	8	8	16.2
Clinton	2	4	6	7.4
Columbia	0	7	7	11.8
Cortland	0	1	1	2.0
Delaware	0	8	8	17.0
Essex	2	3	5	13.8
Franklin	0	4	4	8.9
Fulton	0	2	2	3.6
Genesee	0	2	2	3.4
Greene	0	2	2	4.9
Hamilton	0	0	0	0.0
Herkimer	0	11	11	16.5
Jefferson	0	5	5	5.7
Lewis	0	2	2	8.0
Livingston	0	3	3	5.3
Madison	0	6	6	9.2
Montgomery	1	4	5	9.4
Ontario	0	13	13	14.6
Orleans	1	3	4	10.4
Oswego	2	10	12	10.5
Otsego	1	4	5	8.5
Putnam	0	4	4	5.2
Rensselaer	2	16	18	11.8
St. Lawrence	0	10	10	8.8
Saratoga	2	13	15	9.8
Schenectady	2	16	18	12.0
Schoharie	0	3	3	10.1
Schuyler	0	2	2	11.3
Seneca	1	0	1	3.0
Steuben	0	8	8	8.1
Sullivan	0	6	6	9.2
Tioga	0	3	3	6.0
Tompkins	1	8	9	10.3
Ulster	0	15	15	9.5
Warren	1	5	6	10.9
Washington	2	6	8	14.6
Wayne	2	9	11	12.9
Wyoming	1	3	4	10.0
Yates	0	2	2	9.3
Metropolitan Counties				
Albany	3	36	39	13.6
Broome	2	19	21	9.8
Dutchess	0	26	26	10.6
Erie	10	74	84	8.3
Monroe	5	69	74	10.5
Nassau	7	91	98	7.4
New York*	29	574	603	8.5
Niagara	4	22	26	11.4
Oneida	2	26	28	11.0
Onondaga	2	44	46	7.2
Orange	1	17	18	6.9
Rockland	2	20	22	8.5
Suffolk	2	98	100	7.8
Westchester	4	82	86	9.9
SUMMARY:				
New York State	102	1,474	1,576	8.9
Rural Counties	29	276	305	9.9
Metropolitan Counties	73	1,198	1,271	8.7

*Includes all five borough counties.

SOURCE: New York State Department of Health, Bureau of Vital Statistics.